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7		
8	UNITED STATES I	DISTRICT COURT
9	NORTHERN DISTRI	CT OF CALIFORNIA
10		
11	MARCIANO PLATA, et al.,	Case No. C01-1351 TEH
12	Plaintiffs,	
13	v.	RECEIVER'S RESPONSE TO DEFENDANTS' ORIECTIONS TO
14	EDMUND G. BROWN, JR., et al.,	DEFENDANTS' OBJECTIONS TO RECEIVER'S 22 ND REPORT
15	Defendants.	
16		
17	On January 25, 2013, the Receiver filed h	nis 22 nd Tri-Annual Report ("22 nd Report"). Not
18	quite three weeks later, on February 13, 2013, De	efendants filed objections to two statements
19	made by the Receiver in the 22nd Report, not me	erely objecting to those statements, but asking
20	that they be stricken. (Dkt. # 2532.) On February	y 15, this Court requested that the Receiver file a
21	response to Defendants' objections. (Dkt. # 2536	5.)
22	This constitutes the Receiver's response.	As set forth below, the Court should overrule
23	Defendants' objections and surely should not stri	ke the Receiver's statements from the 22 nd
24	Report.	
25	ARGU	MENT
26	Defendants object to the Receiver's states	ments that "[o]vercrowding and its consequences
27	are and have been a chronic, widespread and con	tinuing problem for almost twenty years" and
28	"there is no persuasive evidence that a constitution	onal level of medical care has been achieved

system-wide at an overall population density that is significantly higher than what the three-judge court has ordered." (Dkt.# 2532, p.1, quoting 22nd Report, Dkt. #2525, pp. 35, 36-37.) For the reasons discussed below, the objections should be overruled.

First, Defendants may be unhappy that the Receiver saw fit to include his comments regarding overcrowding in the 22nd Report, but they bear significant responsibility for his decision to do so. The Receiver was clear about why at this juncture he chose to present his views on the continued impact of overcrowding.

So long as the State was meeting its court-ordered targets, there was no need in our reports last year to comment specifically on the effects of overcrowding other than to note that population and overcrowding were indeed decreasing as ordered by the three-judge panel. However, in its brief recently filed with the three-judge court, the State attempts to cite our recognition of the State's prior compliance with Court orders and our silence regarding particular problems caused by overcrowding as an endorsement of the State's position that further compliance with the overcrowding order is unnecessary. That distorts the content of our reports and misrepresents the Receiver's position.

(Dkt. #2525 p. 35.) Since the State chose, without the Receiver's permission, to conscript him into the service of the State's own advocacy before the three-judge court, the Receiver had little choice but to speak up, lest his silence truly be construed as assent.

Second, the Receiver believed that it was essential to remind the State that whether constitutional care in the prisons is being delivered has yet to be determined, notwithstanding the many improvements which have been made under the Receiver's watch. Defendants seem to have confused their own view of the current impact of overcrowding on the delivery of medical care with judicially-established fact. Just because they believe overcrowding is no longer an impediment to constitutional care does not make it so. This Court has established a process by which the court experts will assess the care being delivered in the prisons and report their findings. Then the Court will decide. That process has only recently gotten under way.

While it is undeniable that the audits regarding delivery of care which have been performed by the Office of Inspector General ("OIG") have shown marked improvement in the care prisoners are receiving, it is equally undeniable that this Court has decided that it will not rely on the OIG reports alone. Last year, during the meet and confer process leading up to this Court's order pertaining to how the Receivership and the *Plata* case would be terminated, the

State made its pitch that the Court should rely exclusively on the OIG reports in deciding whether
a particular institution was delivering care at or above the constitutional minimum. The Court
rejected that suggestion and chose instead to rely most heavily upon the reports to be submitted
by the court experts. Accordingly, unless and until the experts provide the Court with their
opinion that constitutional care is being delivered system-wide, "there is," as the Receiver stated,
"no persuasive evidence that a constitutional level of medical care has been achieved system-
wide" at the current population density. Given the centrality of the, as yet unreported, court
experts' opinions as to whether constitutional care is currently being delivered, the State's
continued touting of the OIG scores as the measure to "prove" that overcrowding is no longer an
impediment to such care is puzzling to say the least. The Receiver could not let Defendants'
statements go unrebutted.
Third, Defendants apparently misconceive the purpose of the Receiver's reports. In its
Order Appointing Receiver ("OAR"), dated February 14, 2006, this Court required the Receiver
to file periodic reports. Among the items on which the Receiver must report are "particular

problems being faced by the Receiver, including any specific obstacles presented by institutions or individuals." (OAR, ¶I.D.) Like a Special Master or compliance monitor, the Receiver functions as the "eyes and ears" of the Court during the remedial phase of the *Plata* litigation. (See Madrid v. Woodford, 2004 U.S. Dist. LEXIS 11561, *29-*30 (N.D. Cal., June 24, 2004); Diaz v. San Jose Unified Sch. Dist., 633 F. Supp. 808, 824 (N.D. Cal. 1985); Palmigiano v. Garrahy, 443 F. Supp. 956, 986 (D.R.I. 1977). The Receiver is not an advocate. To the contrary, he has an obligation, as an agent of the Court, to bring to the Court's attention his observations and candid assessment of circumstances which may make implementation of remedial measures more difficult. Consistent with his charge, and based upon his expertise and his experience over the last five years as the Court's officer, the Receiver believes that overcrowding continues to interfere with the delivery of care, and he has discussed in some detail in the 22nd Report why he holds that belief. It was particularly important for him to stress his opinion since Defendants had chosen to use the Receiver's recent silence on the subject as "evidence" to corroborate their view of the facts. As it turns out, Defendants misread the

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Receiver's position on the overcrowding issue. Defendants may disagree with the Receiver's assessment – and they will have an opportunity to try and convince this and the three-judge courts that overcrowding is no longer the primary cause of unconstitutional care – but that is not a basis upon which this Court should disregard and *strike* the Receiver's considered opinions.

Finally, the Receiver's conclusion that overcrowding remains a barrier to the delivery of quality care is supported by unmistakably clear data. For almost three years now, the Receiver's staff has been developing robust reporting measures that enable institution-level performance tracking. This data is generally collected more frequently than OIG reviews, and reflects more diversity of information than that which underlies the OIG scores. In other words, the Receiver's internal data is generally more current and more comprehensive than the OIG scores.

The statewide Quality Management Committee ("QMC") has recently been using a report based primarily upon information gathered and maintained in the ordinary course of business and then reported in the Receiver's monthly dashboard. Attached as Exhibit 1 to the Declaration of J. Clark Kelso, filed herewith, is the November 2012 version of the QMC report, entitled "Prioritizing Institutions for Performance Improvement & Targeted Support." The QMC report, which was designed for management use and not for use in this litigation, has been organized by the QMC to help the Receiver and his staff prioritize institutions for performance improvement and targeted support. As shown on the report, each institution is rated based on a list categories including, "Scheduling and Access," High Risk Care Management" and "Medication Management," among others. Each institution is ranked on how well it has performed with respect to each individual category and then the institutions are ranked by their respective overall scores. The top third in each category are identified in green, the middle third in yellow and the bottom third in red. The bottom six institutions in the bottom third are separately identified as well.

Attached as Exhibit 2 to the Kelso Declaration is a copy of the "Weekly Report of Population," as of midnight, November 7, 2013, issued by the Data Analysis Unit of the CDCR. Cross-referencing the QMC report to the Weekly Report of Population reveals that, for the time-period covered by the most recent QMC report (i.e., November 2012), the top one-third of the

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1	institutions had an average population density of 134%, and the bottom two-thirds had an									
2	average population density of 154%. The bottom one-third of the institutions – the institutions									
3	which the Receiver's QMC has determined have the greatest need for improvement – had an									
4	average population density of 155%. These numbers make it clear that overcrowding is still									
5	having a direct impact upon the ability to deliver quality health care.									
6	CONCLUSION									
7	Defendants' objections to, and request to strike, the Receiver's statements in the 22 nd									
8	Report should be denied.									
9	Dated: February 22, 2013 FUTTERMAN DUPREE DODD									
10	CROLEY MAIER LLP									
11	By: <u>/s/Martin H. Dodd</u> Martin H. Dodd									
12	Attorneys for Receiver J. Clark Kelso									
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7		
8	UNITED STATES	DISTRICT COURT
9	NORTHERN DISTR	ICT OF CALIFORNIA
10		
11	MARCIANO PLATA, et al.,	Case No. C01-1351 TEH
12	Plaintiffs,	
13	V.	DECLARATION OF J. CLARK KELSO
14	EDMUND G. BROWN, JR., et al.,	IN SUPPORT OF RECEIVER'S RESPONSE TO DEFENDANTS'
15	Defendants.	OBJECTIONS TO RECEIVER'S 22 ND REPORT
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17		
18	I, J. Clark Kelso, declare as follows:	
19	1. I am the Court-appointed Receiver in Pl	ata, appointed pursuant to the Plata Court's
20	Order, dated January 23, 2008. I have c	ustody of the files pertaining to the Receivership
21	and am familiar with the contents thereo	of. The facts set forth herein are based on my
22	review of the Receivership records and of	documents which are a matter of public record as
23	well as my own personal knowledge. If	called as a witness, I could competently testify
24	thereto.	
25	2. In the 22 nd Tri-Annual Report, I include	d a discussion of the continued impact of prison
26	overcrowding on the delivery of medica	l health care. My conclusion that overcrowding
27	remains a barrier to the delivery of quali	ty care is supported by unmistakably clear data.
28	For almost three years now, my staff has	been developing robust reporting measures that

enable institution-level performance tracking. This data is generally collected more frequently than the reviews conducted by the Office of Inspector General ("OIG"), and reflects more diversity of information than that which underlies the OIG scores. In other words, this internal data is generally more current and more comprehensive than the OIG scores.

- 3. The statewide Quality Management Committee ("QMC") has recently been using a report based primarily upon information gathered and maintained in the ordinary course of business and then reported in the Receiver's monthly dashboard. Attached hereto as Exhibit 1 is a true and correct copy of the November 2012 version of the QMC report, entitled "Prioritizing Institutions for Performance Improvement & Targeted Support." The QMC report, which was designed for management use and not for use in this litigation, has been organized by the QMC to help the Receiver and his staff prioritize institutions for performance improvement and targeted support. As shown on Exhibit 1, each institution is rated based on a list categories including, "Scheduling and Access," High Risk Care Management" and "Medication Management," among others. Each institution is ranked on how well it has performed with respect to each individual category and then the institutions are ranked by their respective overall scores. The top third in each category are identified in green, the middle third in yellow and the bottom third in red. The bottom six institution in the bottom third are separately identified as well.
- 4. Attached hereto as Exhibit 2 is a true and correct copy of the "Weekly Report of Population," as of midnight, November 7, 2012, issued by the Data Analysis Unit of the CDCR. Cross-referencing the QMC report to the Weekly Report of Population reveals that, for the time-period covered by the most recent QMC report (i.e., November 2012), the top one-third of the institutions had an average population density of 134%, and the bottom two-thirds had an average population density of 154%. The bottom one-third of the institutions the institutions which the Receiver's QMC has determined have the greatest need for improvement had an average population density of 155%. These

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1	numbers make it clear that overcrowding is still having a direct impact upon the ability to
2	deliver quality health care.
3	I declare under penalty of perjury under the laws of the United States of America that the
4	foregoing is true and correct.
5	Dated: February 22, 2013 /s/ J. Clark Kelso
6	J. Clark Kelso
7	I hereby attest that I have on file all holograph signatures for any signatures indicated by a
8	"conformed" signature (/s/) within this efiled document.
9	comormed signature (15) within this effect document.
10	/s/ Martin H. Dodd Martin H. Dodd
11	Attorneys for Receiver J. Clark Kelso
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FUTTERMAN DUPREE DODD CROLEY

MAIER LLP

Prioritizing Institutions for Performance Improvement & Targeted Support

CMF*, COR and RJD* are institutions that 4 or more QMC members targeted for assistance. Objective performance measurement also places these institutions among the 6 institutions requiring the most performance improvement suppor CMC* performs in the top half of all institutions based on objective performance measures, although 4 QMC members would like to target CMC for additional performance improvement suppor SAC*, KVSP*, NKSP and SVSP were targeted for additional support by 2-3 QMC members, and their objective performance assessment places them in the bottom third of all institutions

Summary of Findings:

*institution has completed draft or final PIWP

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Number of Times Selected by QMC Members for Assistance	Other Patterns and Trends	Resource Management	Health Information Management	Medication Management	High Risk Care Management	Population & Care Management	Scheduling & Access	Consistent Care Teams	Overall		
	31	9	14	20	16	20	9	15	14	ASP	
	5	ω	8	10	1	7	3	17	3	CAL	
	1	12	3	1	1	2	2	24	1	ССС	
	22	5	5	11	20	6	12	20	9	CCI	
	25	21	21	24	11	23	14	25	23	CCWF	
	7	₽	22	3	1	12	3	23	7	CEN	
1	20	30	31	16	18	19	15	11	22	CIM	
	8	28	7	22	30	18	13	29	20	CIW	
4	5	32	12	21	25	11	11	22	15	CMC	
5	15	33	18	33	33	25	24	17	31	CMF	
5	25	20	27	25	27	32	20	19	30	COR	
1	4	11	2	14	14	21	21	2	8	CRC	
ъ	31	15	24	9	10	30	22	4	16	CTF	
	12	4	20	5	1	5	6	4	4	CVSP	
	12	25	23	12	15	17	16	30	17	DVI	
	1	16	1	6	1	8	6	8	2	FSP	
	17	12	6	18	17	10	19	28	12	HDSP	
	10	1	16	1	6	3	17	9	5	ISP	
2	21	27	10	13	22	33	25	27	28	KVSP	
	17	16	29	15	26	13	25	26	25	LAC	
	33	23	11	27	28	14	10	6	19	MCSP	
2	27	6	32	7	9	29	32	32	27	NKSP	
1	9	24	33	7	23	1	27	1	11	PBSP	
1	27	18	19	23	12	16	3	14	13	PVSP	
4	30	19	9	29	29	27	28	31	32	RJD	
2	22	30	30	32	32	14	32	15	33	SAC	
ь	29	14	28	18	24	26	30	12	29	SATF	
	3	6	26	4	∞	4	∞	7	6	scc	
2	19	25	13	31	7	22	31	2	17	SOL	
2	10	29	15	29	13	28	18	13	20	SQ	
ω	12	22	17	27	31	23	28	9	26	SVSP	
	16	10	4	26	21	6	1	33	10	o VSP	
	24	6	25	17	19	31	23	20	24	WSP	

Methodology Background

Institution performance is stratified into three score groups as follows:

Bottom 6 of the Bottom Third **Bottom Third** Mid Third Top Third

Institutions are sorted by the sum of their rankings in the following Primary Care Model domains based on the November 2012 Health Care Services Dashboard

Consistent Care Teams : Primary Care Provider Continuity, Mental Health Primary Clinician Continuity, Psychiatrist Continuity and Cell Bed Changes. Scheduling & Access: RN Episodic Care, PCP Episodic Care, PCP Chronic Care, Specialty Consultation, PCP Specialty Follow-up, PCP Hospital Follow-up, Mental Helath Contact Intevals, Mental Health Referrals and Mental Health Level of Care Change Requests.

Population & Care Management : Prevention - Colorectal Cancer Screening and Breast Cancer Screening; Disease Management - Diabetes Care, Asthma Care, Therapeutic Anticoagulation, Potentially Avoidable Hospitalizations and Specialty Care Referrals.

High Risk Care Management : Mental Health High Utilizers

Health Information Management : Percent of documents scanned within one business day.

Medication Management : Access to Medications, %NF prescriptions by Medical Providers, %NF prescriptions by Mental Health Providers and Prescriptions dispensed per inmate per month.

Other Patterns and Trends : Appeals Submitted and Approved per 1,000 inmates per month and Prison Population Capacity.

 ${\it Resource\ Management\ :}\ Specialty\ Appointments\ via\ Telemedicine\ and\ Total\ Medical\ Costs\ per inmate\ per month.$

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Data Analysis Unit Estimates and Statistical Analysis Section Offender Information Services Branch

WEEKLY REPORT OF POPULATION AS OF MIDNIGHT November 7, 2012

		TOTAL C	DCR POPUL	ATION				
	FELON/ OTHER #1	CIVIL ADDICT	TOTAL		E SINCE 09/11 PCT.	DESIGN CAPACITY		STAFFED CAPACITY
A. TOTAL IN-CUSTODY	133,176	191	133,367	-21,891	-14.0			
I. IN-STATE (MEN, Subtotal) (WOMEN, Subtotal)	124,641 118,674 5,967	191 122 69	124,832 118,796 6,036	-20,987 -18,091 -2,896	-14.3 -13.2 -32.4			
1. INSTITUTIONS/CAMPS INSTITUTIONS CAMPS(CCC, CIW & SCC)*	123,683 119,991 3,692	<u>183</u> 183	123,866 120,174 3,692	- <u>20,232</u> -19,867 -365	- <u>14.0</u> -14.1 -8.9	84,130 79,650 4,480	147.2 150.9 82.4	123,365 119,127 4,238
2. IN-STATE CONTRACT BEDS CCF PRIVATE PRISONER MOTHER PGM FRCCC(BAKERSFIELD) SRITA(SANTA RITA)**	677 595 16 64 2	<u>8</u>	685 595 16 72 2	-809 -8 -19 +18 -448	- <u>54.1</u> -1.3 -54.2 +33.3 -99.5	2,679 2,557 47 75	25.6 23.3 34.0 96.0	
3. DMH STATE HOSPITALS	281		281	+54	+23.7			
II. OUT OF STATE(COCF) ARIZONA MISSISSIPPI OKLAHOMA	8,535 4,411 2,501 1,623	0	8,535 4,411 2,501 1,623	-904 -149 -72 -683	-9.5 -3.2 -2.7 -29.6			
B. PAROLE COMMUNITY SUP(Active) COOP CASES (Active) #3 MNRP & NRP (Inactive)	60,525 57,995 1,626 904	<u>709</u> 709	61,234 58,704 1,626 904	-43,078 -31,215 +115 -11,978	- <u>41.2</u> -34.7 +7.6 -92.9			
C. NON-CDC JURISDICTION #4 OTHER STATE/FED. INST. OUT OF STATE PAROLE OUT OF STATE PAL CYA-W&IC 1731.5(c) INSTITUTIONS #5	1,248 520 544 29	_0	1,248 520 544 29	-170 +11 -165 -11	-11.9 +2.1 -23.2 -27.5			
	11,382	91	11,473	-1,764	-13.3			
INMATES OUT-TO-COURT, etc. ESCAPED PAROLEES (PAL/RAL)	1,187 210 9,985	20	1,207 210 10,056	-545 -5 -1,214	-31.1 -2.3 -10.7			
TOTAL CDCR POPULATION	206,331	991	207,322	- <u>66,903</u>	- <u>24.3</u>			
CHANGE FROM LAST WEEK A. TOTAL IN-CUSTODY (MEN, Subtotal) (WOMEN, Subtotal) B. PAROLE D. PAROLEES (PAL/RAL)	-45 -63 -14 -597 +41	-3 -2 -1 -12 +10	-48 -65 -15 -609 +51					

This report contains the latest available reliable population figures from OBIS. They have been carefully audited, but are preliminary, and therefore subject to revision.

Report # TPOP-1W. Questions: (916) 323-3639.

^{*}Figure excludes institution based camps. Total persons in camps, including base camps, are 3,722. Base camp at CMC is included in institution counts.

^{**}Santa Rita count is in error. Data are being reviewed.

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WEEKLY INSTITUTION/CAMPS POPULATION DETAIL

MIDNIGHT November 7, 2012

INSTITUTIONS/CAMPS	FELON/ OTHER	CIVIL ADDICT	TOTAL	DESIGN CAPACITY	PERCENT OCCUPIED	STAFFED CAPACITY
MALE						
ASP (AVENAL SP) CCC (CAL CORRECTL CTR) CCI (CAL CORRECTL INSTITN) CIM (CAL INSTITN FOR MEN)	5,041 4,589 4,602 4,787	4	5,041 4,589 4,602 4,791	2,920 3,883 2,783 2,976	172.6 118.2 165.4 161.0	4,481 4,718 4,337 4,505
CMF (CAL MEDICAL FACIL) CMC (CAL MEN'S COLONY) CRC (CAL REHAB CTR, MEN) CAL (CAL SP, CALIPATRIA)	2,328 5,185 3,318 3,545	106	2,328 5,185 3,424 3,545	2,297 3,838 2,491 2,308	101.3 135.1 137.5 153.6	2,598 5,157 3,381 3,833
CEN (CAL SP, CENTINELA) COR (CAL SP, CORCORAN) LAC (CAL SP, LOS ANGELES CO) SAC (CAL SP, SACRAMENTO)	3,580 4,715 3,803 2,559		3,580 4,715 3,803 2,559	2,308 3,116 2,300 1,828	155.1 151.3 165.3 140.0	3,508 4,619 3,866 2,743
SQ (CAL SP, SAN QUENTIN) SOL (CAL SP, SOLANO) SATF (CAL SATF AND SP - COR) CVSP (CHUCKAWALLA VALLEY SP)	3,878 4,267 5,675 2,791	2	3,878 4,267 5,677 2,791	3,082 2,610 3,424 1,738	125.8 163.5 165.8 160.6	3,775 4,050 5,550 2,453
CTF (CORRL TRAING FAC) DVI (DEUEL VOCATL INSTITM) FOL (FOLSOM SP) HDP (HIGH DESERT SP)	5,829 2,394 2,553 3,519	7	5,829 2,401 2,553 3,519	3,312 1,681 2,469 2,324	176.0 142.8 103.4 151.4	5,480 2,478 2,895 3,695
IRON (IRONWOOD SP) KVSP (KERN VALLEY SP) MCSP (MULE CREEK SP) NKSP (NORTH KERN SP)	3,477 3,990 2,914 4,715	2	3,477 3,990 2,914 4,717	2,200 2,448 1,700 2,694	158.0 163.0 171.4 175.1	3,300 4,344 2,821 4,789
PBSP (PELICAN BAY SP) PVSP (PLEASANT VALLEY SP) RJD (RJ DONOVAN CORR FACIL) SVSP (SALINAS VAL SP)	3,043 3,675 3,481 3,573		3,043 3,675 3,481 3,573	2,380 2,308 2,200 2,452	127.9 159.2 158.2 145.7	3,143 3,558 3,340 3,554
SCC (SIERRA CONSERV CTR) VSPM (VALLEY SP MEN) WSP (WASCO SP)	4,546 549 4,880	1	4,546 549 4,881	3,736 444 2,984	121.7 123.6 163.6	4,601 632 5,237
MALE TOTAL:	117,801	122	117,923	78,790	149.7	117,441
FEMALE						
CIW (CAL INST FOR WOMEN) CCWF (CENT CAL WOMEN'S FACIL) VSP (VALLEY SP)	1,652 3,159 1,071	34 27	1,686 3,186 1,071	1,356 2,004 1,536	124.3 159.0 69.7	1,822 3,082 1,020
FEMALE TOTAL:	5,882	61	5,943	4,896	121.4	5,924

TOTAL:	123,683	183	123,866	84,130	147.2	123,365

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Data Analysis Unit Estimates and Statistical Analysis Section Offender Information Services Branch Department of Corrections and Rehabilitation State of California November 13, 2012

WEEKLY REPORT OF POPULATION NOTES $\mbox{AS OF MIDNIGHT November 7, 2012}$

- #1 Felon/Other counts are safekeepers, federal cases and inmates from other states, felons, county diagnostic cases and Youth Authority wards.
- #3 Cooperative Cases are parolees from other states being supervised in California.
- #4 Non-CDC Jurisdiction are California cases being confined in or paroled to other states or jurisdictions.
- #5 Welfare and Institution Code (W&IC) 1731.5(c) covers persons under the the age of 21 who were committed to CDCR, had their sentence amended, and were incarcerated at the California Youth Authority for housing and program participation.
- #6 Other Population includes inmates temporarily out-to-court, inmates in hospitals, escapees, and parole and outpatient absconders.